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EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART IV. AMERICAS AND THE CARIBBEAN

Section 6 - United States of America

(submitted by the High Commissioner)

GE.94-03474

IV.6 UNITED STATES OF AMERICA

Country Overview

Characteristics of the refugee population

1. Most asylum applications in the United States are submitted to the Immigration and Naturalization Service (INS). Appeal cases are adjudicated by immigration judges, who are part of the Executive Office for Immigration Review (EOIR) in the Department of Justice. For 1992 and 1993, the main statistics were as follows:

	1992	1993
Cases filed (INS)	104,000	144,000
Cases filed (EOIR)	13,000	15,000
Cases approved (INS)	3,900	5,000
Cases approved (EOIR)	1,800	1,700

2. According to the INS, the five countries with the highest number of asylum applicants in 1993 were Guatemala, El Salvador, China, Haiti and Mexico. In 1993, refugee arrivals totalled some 119,500, compared to 123,000 in the previous year.

3. In addition to asylum-seekers, the United States humanitarian programme includes refugees and persons accepted for temporary protection. At January 1994, those granted temporary protection (Temporary Protected Status - (TPS)) were made up of some 300 from Bosnia and Herzegovina, 5,000 from Liberia and 350 from Somalia. The TPS programme for nationals of El Salvador expired on 30 June 1992, and after being changed to a less formal status known as Deferred Enforced Departure (DED), was extended to 31 December 1994. This measure effectively postpones enforcement of deportation for some 83,000 Salvadorians until 31 December 1994 Eligible Salvadorians are authorized to work in the USA.

Major Developments (1993 and first quarter 1994)

Haiti

4. Throughout 1993 and the first quarter of 1994, UNHCR maintained its strong reservation towards the US Government policy of intercepting and returning Haitians on the high seas without granting them access to US asylum procedures. Haitians on boats picked up by the US Coast Guard were allowed to complete preliminary questionnaires to formulate their claim of persecution but were returned to Haiti and advised to contact an in-country US processing centre to present their claims for asylum to the USA. This policy was modified in May 1994 (see para 16 below). In 1993, the three processing centres in Haiti received 56,577 cases for asylum, of which 13,536 cases representing 15,860 individuals were adjudicated. Of these, 1,177 cases (9 per cent) or 3,207 persons (20 per cent) were approved.

Programme objectives and priorities

5. In 1995, the Branch Office in Washington, DC, will build upon activities of previous years, with particular attention to the promotion of the principles of asylum and non-refoulement and the special protection needs of refugee women and children. Moreover, in a climate of increased governmental focus on domestic issues, maintaining and developing congressional support for UNHCR activities presents a particular challenge. In addition to the dissemination of information on refugee emergencies to key congressional staff, UNHCR plans to conduct regular briefings with US congressional and non-governmental organization (NGO) staff dealing with refugees and human rights.

6. A prime objective will be to continue to emphasize the role of NGOs as key allies in communicating UNHCR programmes and needs, given the large number of NGOs and their influence in Congress and the media.

7. Another objective will be to facilitate, develop and expand UNHCR's private sector fund raising activities.

8. The training programme, aimed at United States NGO attorneys and asylum and resettlement officers, has been well-received by the US Government. In 1995, the Branch Office would like to develop training plans for US officials with whom it has had less contact, including INS enforcement personnel such as border patrol officers, detention officers and inspectors, as well as immigration judges.

Arrangements for implementation/related inputs

9. In 1993, UNHCR continued to implement its local settlement project through the Church World Service. Two legal counsellors, two resettlement counsellors and two support staff carry out legal and resettlement counselling and assist in identifying suitable refugee support groups willing to sponsor refugees seeking to resettle in the USA.

General Programmes

(a) **Variations in planned activities in 1993**

10. Under the local settlement project, 564 new resettlement cases were being pursued. This represents a decrease of 18 per cent compared to 1992, and 45 per cent compared to 1991.

11. More than 150 vulnerable refugees were resettled in the US in 1993 through special procedures for vulnerable groups.

12. The Branch Office has been engaged in discussions with the INS regarding the possibility of streamlining and expediting waiver requests for HIV-positive cases to deal more effectively with the pending caseload. At the same time, efforts are being made to design a more effective and efficient system of referral for filing waivers by expanding the network of attorneys and providers of other services.

13. Twelve refugees were repatriated from the US in 1993: eight to South Africa, two to Ethiopia, one to the Lao People's Democratic Republic and one to Namibia.

14. UNHCR legal and resettlement staff conducted 26 preliminary and advanced training courses in refugee, immigration law and resettlement processing. Participants included INS asylum officers recruited for the Haiti in-country processing programme, State Department staff and people from a number of US military colleges and educational institutions.

(b) **1994 planned implementation**

15. The Branch Office is working with US authorities to establish fair, effective and expedient screening procedures through legislative or administrative reforms that are in accordance with US obligations to provide protection to refugees. UNHCR will continue to provide technical advice on draft legislative bills to amend the US Asylum Act.

16. Following the 8 May 1994 change in policy by the United States Government on interception at sea of Haitian boat people and UNHCR's agreement to assist with the Government's decision to seek safe havens for Haitian asylum-seekers, the High Commissioner appointed a Special Envoy on Haiti. A Haiti Unit was created in Washington to support the Special Envoy, and UNHCR deployed legal and administrative staff to the region.

17. During the year, UNHCR will also continue to work with US attorneys in filing gender-related claims on behalf of women seeking asylum, particularly in the context of recent US Federal Court decisions citing persecution on the basis of gender as a ground for asylum.

(c) **1995 programme proposals**

Local settlement

18. In 1995, the Branch Office plans to strengthen its partnership with NGOs through regular participation in meetings with resettlement agencies. Partnerships with NGOs enhance UNHCR's influence in NGO decisions and policy proposals presented to US authorities.

19. UNHCR continues to play an active role in status determination. Statistics show that there has been an increase in the US Government's support for resettlement needs identified by the Office. UNHCR is also working to establish a permanent inter-agency working group with government and non-government representatives to foster coordination and cooperation in formulating policies for the admission of refugees to the US.

Special Programmes

Other Trust Funds

20. In 1994, UNHCR provided an exceptional allocation to finance the start-up activities of USA for UNHCR, an NGO established with the support of UNHCR for the purpose of promoting fund raising in the private sector.

Programme Delivery and Administrative Support Costs

(a) **Variations in planned activities in 1993**

21. Posts for a Senior External Relations Officer and a Secretary in Washington were created as planned in July 1993, but remained vacant for part of the year. In addition, two other posts were not occupied for several months of the year. As a consequence, salaries and related non-staff costs in 1993 were considerably lower than revised estimates.

(b) **1994 planned implementation**

22. Revised estimates for 1994 have increased substantially over initial estimates. In New York, posts have been created for a Liaison Assistant and a Clerk/Receptionist as of June, and revised estimates cover full-year costs of posts created in Washington in the middle of 1993, as well as projected costs of new premises.

(c) **1995 programme proposals**

23. In 1995, programme delivery and administrative costs in the United States are expected to increase slightly, due to the full-year effect of General Service posts created in New York in mid-1994. Otherwise, projections for 1995 are similar to 1994, as no major changes are planned.

UNHCR EXPENDITURE IN THE UNITED STATES OF AMERICA

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
45.1	–	–	EMERGENCY FUND	–
4.5 a/	–	–	CARE AND MAINTENANCE	–
5.2 a/	–	–	VOLUNTARY REPATRIATION	–
787.2 b/	681.4	340.2	LOCAL SETTLEMENT	367.1
154.9	295.1	–	RESETTLEMENT	–
–	–	1,901.9	PROGRAMME DELIVERY See Annexes I a and II a	1,930.5
996.9	976.5	2,242.1	SUB–TOTAL OPERATIONS	2,297.6
886.9	1,044.8	412.8	ADMINISTRATIVE SUPPORT See Annexes I b and II b	431.4
1,883.8	2,021.3	2,654.9	T O T A L (1)	2,729.0
SPECIAL PROGRAMMES (2)				
56.9	–	139.4	OTHER TRUST FUNDS	–
56.9	0.0	139.4	T O T A L (2)	0.0
1,940.7	2,021.3	2,794.3	GRAND TOTAL (1+2)	2,729.0

a/ obligation incurred against Overall Allocation
b/ of whihc US$ 3,456 incurred against Overall Allocation

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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART IV. THE AMERICAS AND THE CARIBBEAN

Section 7 - Other Countries in Central America

(submitted by the High Commissioner)

GE.94-03339

IV.7 OTHER COUNTRIES IN CENTRAL AMERICA

1. This chapter covers UNHCR activities in Costa Rica, El Salvador, Honduras, Nicaragua and Panama.

Area Overview

Characteristics of the refugee population

2. The majority of refugees in Costa Rica, El Salvador, Honduras, Nicaragua and Panama are of Nicaraguan, Salvadorian and Guatemalan origin. There are, however, significant numbers of refugees from Caribbean, Asian and African nations, especially in Costa Rica, Honduras and Panama. The number of refugees in the five countries covered under this chapter totalled 27,145 at 31 March 1994: 24,862 in Costa Rica, 162 in El Salvador, 115 in Honduras, 1,031 in Nicaragua and 975 in Panama. The refugee population figure in Nicaragua fell from some 5,600 in 1993 to 1,031 in early 1994 following a careful review of the caseload by the Liaison Office in Managua. The current figure is believed to reflect more accurately the number of refugees present in the country. Approximately 22 per cent of the refugees in these countries are women and more than half are children. Most of the refugees of Central American origin are farmers living in rural areas, while refugees from other regions tend to settle in urban areas. At the end of 1993, some 9,855 refugees had obtained residence status in Costa Rica, and efforts are underway to promote similar measures in other countries of the region.

Programme objectives and priorities

3. In order to consolidate the significant achievements in identifying durable solutions in the region and to prevent future refugee flows, efforts will concentrate on increasing awareness of UNHCR's protection mandate, promoting respect for human rights and institution building. These efforts will include the promotion and support of mechanisms to allow refugees to obtain residence in countries of asylum, the establishment of refugee determination procedures in countries where they are still lacking, dissemination of information on human rights and the fundamental obligations of States, as well as the celebration of an international event in Costa Rica to reaffirm the protection principles embodied in the Cartagena Declaration.

Arrangements for implementation/related inputs

4. In Costa Rica, Consultores y Asesores Internacionales will implement project activities related to the local integration of refugees and provide legal counselling and follow-up on all legal aspects related to residency status of refugees in the country, while Rodríguez y Zamora SRL will administer arrangements with support staff to monitor the local integration process. In Panama, the UNHCR programme is implemented by the Government through its Ministry of Government and Justice, which in turn has delegated responsibility to the National Office for Refugees (ONPAR). In El Salvador, a local non-governmental organization (NGO), Asociación Salvadoreña de Apoyo Integral (ASAI), is UNHCR's main implementing partner for the provision of legal assistance to refugees, as well as for reintegration assistance to

returnees. ASAI also coordinates and supervises the implementation of quick impact projects (QIPs) being executed in 1994. Operations in Nicaragua and Honduras are covered by regional projects out of Costa Rica, with the National Refugee Office responsible for implementation in Nicaragua and the Honduran Red Cross in Honduras. The International Organization for Migration (IOM) makes international travel arrangments for refugees repatriating from countries in the region.

General Programmes

(a) Variations in planned activities in 1993

5. The promulgation in November 1992 of Executive Decree 21721-G allowing refugees to obtain residence status in Costa Rica encouraged UNHCR to address on their legal integration in 1993. A total of 9,855 refugees opted for residence prior to the expiration of the decree in November 1993. While significant, this number was far below the planning figure of 25,000. Following guidelines established by the Regional Office, the implementing agency carried out a thorough evaluation of all cases requiring health coverage in Costa Rica. This detailed assessment allowed for the reduction of beneficiaries within the health sector from 1,100 to 226 in 1993. The number of beneficiaries assisted in voluntary repatriation from Costa Rica, El Salvador, Honduras, Nicaragua and Panama proved to be somewhat less than originally planned, resulting in a corresponding reduction in requirements for the year.

(b) 1994 planned implementation

6. As durable solutions had been identified in previous years, material assistance provided to refugees through local settlement and repatriation programmes in Costa Rica, Honduras, Nicaragua and Panama has been considerably reduced in 1994. Nevertheless, basic material support continues to be necessary for some 2,500 refugees in Costa Rica, 50 in El Salvador, 80 in Honduras, 200 in Nicaragua and 1,000 in Panama. Immediate attention will also be given to an estimated 700 new arrivals in these countries, with special attention for vulnerable refugees, especially female heads of household. Efforts to strengthen working relations with national institutions and NGOs will continue, in order to ensure adequate care for vulnerable groups.

7. Support for the voluntary repatriation of 898 refugees in the region has been planned in 1994: refugees are expected to repatriate to various countries from Costa Rica (470), El Salvador (50), Honduras (58), Nicaragua (200), and Panama (120).

8. A regional project designed to consolidate the durable solutions identified will commence in July 1994 and will pursue efforts to establish an early warning network in the region, promote human rights awareness and strengthen local institutions which will continue working with populations of concern to UNHCR.

(c) **1995 programme proposals**

Voluntary repatriation

9. As the region is more peaceful, it is expected that only 200 refugees will repatriate from Costa Rica, El Salvador, Honduras, Nicaragua and Panama during the year.

Local settlement

10. In 1995, refugees benefiting from subsistence grants, health coverage, legal protection and education are expected to number approximately 2,000 in Costa Rica, 220 in El Salvador, 90 in Honduras, 100 in Nicaragua and 1,000 in Panama. Of this total, approximately 60 per cent will be of Central American origin, and the remainder South American and other nationalities. It is expected that approximately 200 new arrivals will require immediate attention for a three-month period, and 50 vulnerable cases will continue to require a subsistence allowance pending a durable solution.

11. A regional project designed to promote preventive protection and consolidate the identification of durable solutions in the region will continue throughout 1995. The project will include activities designed to improve the awareness of international refugee law and human rights law; strengthen UNHCR's role as a catalyst for the promotion of rights of refugees, returnees, and other uprooted persons through dissemination of information on the fundamental obligations of States; establish a regional early warning network including the participation of United Nations agencies, government institutions and NGOs; establish refugee determination procedures in those countries still lacking such mechanisms (El Salvador, Guatemala and Nicaragua); train government officials in the application of status determination procedures; and support mechanisms to allow for the obtention of residence status for refugees who choose to remain in Central American countries of asylum.

Special Programmes

Education Account

12. Education at university level will continue to be provided for approximately ten refugees, to facilitate their access to the labour market in Costa Rica.

Other Trust Funds

(a) **Variations in planned activities in 1993**

13. In Costa Rica, the repayment of loans extended in previous years allowed for some 500 beneficiaries to be granted credit for agricultural and small business activities in 1993. Important in-kind contributions from the Government of Costa Rica and various communities also allowed for the construction or repair of twelve additional schools in Costa Rica in the course of the year. In El Salvador, the introduction of QIPs in needy returnee communities and the expansion of documentation activities, especially through the opening of rural documentation centres, allowed UNHCR to play a

greater role than originally expected in alleviating poverty and supporting electoral processes in the country.

(b) **1994 planned implementation**

14. A total of 24 university students (20 in Costa Rica, two in Panama, one in Honduras and one in El Salvador) benefit from the German Albert Einstein Refugee Academic Initiative (DAFI) scholarship programme in 1994, the majority from Nicaragua, El Salvador, Peru and Haiti.

15. A letter of understanding signed by UNHCR, ILO, UNDP and the Government of Costa Rica in 1993 will allow for the continuation of productive credit schemes managed by UNHCR in Costa Rica during previous years by a joint credit committee. Some 1,700 refugee and local women will benefit from a project for the establishment of community-based child-care centres, the training of community workers and a scholarship programme for children.

16. In El Salvador, 32 QIPs will be implemented in nine needy returnee communities, with a special focus on enhancing the productive capacity of returnee women through the construction of day care centres, grinding mills and support for animal husbandry and small businesses. Documentation activities as described above will also continue to be supported until July 1994. Initial reintegration assistance will also be provided for an estimated 500 refugees expected to repatriate to the country during the year from various countries of asylum.

(c) **1995 planned implementation**

17. No special programmes are foreseen for 1995 in these countries.

Programme Delivery and Administrative Support Costs

(a) **Variations in planned activities in 1993**

18. Expenditure in the countries covered under this chapter was somewhat lower than revised 1993 estimates owing to lower staff costs. Activities were concluded more quickly than expected in Nicaragua, while in the region as a whole, two posts remained vacant for several months and common staff costs were also generally lower than budgeted.

(b) **1994 planned implementation**

19. Given the formal closure of the International Conference on Central American Refugees (CIREFCA) process in May 1994, Joint Support Unit posts are being discontinued. Revised estimates for 1994 have decreased slightly from initial estimates with the post of Senior Durable Solutions Officer in Costa Rica discontinued six months early, effective 30 June 1994. As planned, one Programme Officer post and a Junior Professional Officer post in Costa Rica have been discontinued at mid-year.

20. Offices in Honduras and Nicaragua now operate with a National Officer, a secretary and a driver in each location. UNHCR relocated its Honduras office to UNDP premises at the beginning of the year, whereas similar plans in Nicaragua have been postponed.

21. In El Salvador, two General Service staff posts have been discontinued in the course of the year, while remaining posts have been extended.

(c) **1995 initial estimates**

22. In 1995, programme delivery and administrative support costs in the region are expected to decrease further, mostly due to the full-year effect of posts discontinued mid-1994.

23. In Honduras and Nicaragua, UNHCR will continue its presence with one National Officer and two local staff in each location.

24. With the phasing down of programmes in El Salvador, the UNHCR office will also be reducing in size. Although posts in El Salvador have been extended until the end of 1995, with the exception of a secretarial post which should be discontinued on 30 April 1995, other discontinuations may already prove possible in the course of the year.

UNHCR EXPENDITURE IN OTHER COUNTRIES IN CENTRAL AMERICA

(in thousands of United States dollars)

1993	1994			1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED By 1993 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)					
				VOLUNTARY REPATRIATION	
107.1	70.8	–	Honduras		–
784.4	960.8	779.6	Regional Project		465.3
180.0	–	–	Costa Rica		–
				LOCAL SETTLEMENT	
180.0 a/	–	–	Honduras		–
0.4 a/	–	–	Nicaragua		–
202.2	165.2	165.2	Panama		–
–	261.7	483.9	Regional Project		891.8
1,571.0	847.0	611.0	Costa Rica		–
1.5 a/	–	–	El Salvador		–
				RESETTLEMENT	
0.3 a/	–	–	Costa Rica		–
0.6 a/	–	–	El Salvador		–
1.5 a/	–	–	Honduras		–
3.2 a	–	–	Nicaragua		–
				PROGRAMME DELIVERY	
–	–	847.6	Costa Rica	See Annexes I a and II a	703.0
–	–	103.4	Nicaragua	See Annexes I a and II a	126.1
–	–	110.8	Honduras	See Annexes I a and II a	106.1
3,032.2	2,305.5	3,101.5		SUB-TOTAL OPERATIONS	2,292.3
				ADMINISTRATIVE SUPPORT	
681.4	948.5	206.9	Costa Rica	See Annexes I b and II b	209.5
53.1	–	–	Honduras	See Annexes I b and II b	–
113.1	22.9	–	Nicaragua	See Annexes I b and II b	–
3,879.8	**3,276.9**	**3,308.4**		**TOTAL (1)**	**2,501.8**
SPECIAL PROGRAMMES (2)					
				EDUCATION ACCOUNT	
11.4	11.4	11.4	Costa Rica	10 university scholarships	11.4
2.8	–	–	Honduras		–
				OTHER TRUST FUNDS	
284.2	25.0	–	Nicaragua	QUICK IMPACT PROGRAMME	–
–	–	50.1	Regional Project		–
2,192.4	1,797.7	1,140.2	El Salvador	Assistance to returnees in El Salvador	–
1,528.6	347.5	348.5	Costa Rica	CIREFCA/PRODERE	–
156.8	–	–	Honduras		–
2.2	–	–	Panama		–
				PROGRAMME DELIVERY	
–	–	68.0	Costa Rica	See Annexes I a and II a	17.3
–	–	24.0	Nicaragua	See Annexes I a and II a	4.0
–	–	264.1	El Salvador	See Annexes I a and II a	268.2
				ADMINISTRATIVE SUPPORT	
–	–	50.1	El Salvador	See Annexes I b and II b	49.8
149.4	161.1	137.0	El Salvador	Junior Professional Officer	137.0
61.8	64.0	–	Nicaragua	Junior Professional Officer	–
105.8	59.6	34.1	Costa Rica	Junior Professional Officer	34.1
4,495.4	**2,466.3**	**2,127.5**		**TOTAL (2)**	**521.8**
8,375.2	**5,743.2**	**5,435.9**		**GRAND TOTAL (1+2)**	**3,023.6**

a/ obligation incurred against Overall Allocation

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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART IV. THE AMERICAS AND THE CARIBBEAN

Section 8 - Northern South America and the Caribbean

(submitted by the High Commissioner)

GE.94-03048

IV.8 NORTHERN SOUTH AMERICA AND THE CARIBBEAN

1. This chapter covers UNHCR activities in Colombia, Cuba, the Dominican Republic, Ecuador, Haiti, Suriname, Venezuela, Jamaica and other Caribbean countries.

General Overview

Characteristics of the refugee population

2. At 31 December 1993, northern South America and the Caribbean hosted a population of some 8,000 refugees and asylum-seekers, the majority Haitians, followed by Cubans, Chileans, Eastern Europeans and various other Latin Americans.

3. The largest number of Haitian refugees is in the Dominican Republic, whereas Cubans and Chileans have found asylum mainly in Ecuador, Colombia and Venezuela. The largest concentration of Eastern Europeans is in Colombia. A considerable number of African refugees, mainly Western Saharans and Sudanese, are located in Cuba.

4. Most of the refugees are of urban origin and live in or around the capital cities. Forty-two per cent of the total refugee population are men, women account for 25 per cent and children 33 per cent. Their level of education varies from primary schooling to university degrees. In 1993 UNHCR assisted about one quarter of the total refugee population in the region.

5. In Colombia, the Government estimates that a sizeable number of internally displaced persons exist in the country as a result of generalized violence and deterioration in the human rights situation.

Programme objectives and priorities

6. The UNHCR Regional Office for northern South America and the Caribbean has established the following regional and country objectives for 1994 and 1995:

(a) **Promotion and dissemination of refugee law**: UNHCR will continue to promote accession to international instruments by countries in the region which have not yet done so. In particular, emphasis will be placed on appropriate legislation to implement the 1951 Convention relating to the Status of Refugees and its 1967 Protocol in Venezuela and to ensure closer adherence to Convention criteria in Ecuador and Jamaica. More support will also be given to the Dominican Republic and Colombia. The international principles of refugee protection and asylum, as embodied in the 1951 Convention, will continue to be disseminated through seminars, lectures, conferences and round table discussions.

(b) **Assistance to asylum-seekers and refugees**: The focus will continue to be on providing asylum-seekers and refugees with basic initial short-term care and maintenance assistance, counselling to promote self-sufficiency, and minimum support for income-generating activities where appropriate and feasible.

(c) **Rationalization and reassessment of assistance**: Priority will be placed on the further rationalization of assistance and the application of a regional approach adapted to each country. Assistance limits set during 1994 will continue to be implemented in 1995. Given the current economic and political situation, local integration of refugees is extremely difficult. With care and maintenance assistance limited in order to promote refugee self-sufficiency, attention to counselling and orientation is of utmost importance in the search for durable solutions. Workshops initiated in late 1993 with implementing partners in Spanish-speaking refugee receiving countries, will continue with selected partners in English-speaking countries in 1994.

7. Additional stress will be placed on assessing the assistance resources and implementing capacity of operational partners in the region. An inventory of these resources for all countries in the region is expected to be completed by early 1995.

Arrangements for implementation and related inputs

8. The main implementing partners of UNHCR in the region are the Conferencia Episcopal Venezolana in Venezuela, the Secretariado Nacional de Pastoral Social in Colombia, the Comite Pro-Refugiados of the Conferencia Episcopal Ecuatoriana in Ecuador, the Guyana Council of Churches, the Centro de Trabajo Social Dominicano in the Dominican Republic, the Christian Council of Churches in the Bahamas, the Pater Ahlbrinck Stichting in Suriname and the Government of Cuba and the Cuban Red Cross in Cuba.

General Programmes

(a) **Variations in planned activities in 1993**

9. Basic material assistance, counselling and legal services were provided as planned.

10. Voluntary repatriations to Chile continued at a greater rate than originally planned, particularly from Cuba, Ecuador and Venezuela. A total of 798 Chileans repatriated in 1993, necessitating an allocation from the Programme Reserve to cover the increase. The repatriation of Haitians from the Dominican Republic did not take place as foreseen owing to the situation prevailing in Haiti; however, a total of 1,796 Haitian refugees did repatriate, mainly from Cuba, in the first two months of the year.

11. Political and cultural differences made the local integration of Haitians in the Dominican Republic and in Cuba difficult; consequently, allocations in 1993 were not fully utilized.

(b) **1994 planned implementation**

12. While no particular changes are foreseen in the overall direction of the programme in the region, greater emphasis will be placed on rationalizing and improving assistance in care and maintenance and self-sufficiency activities. Similarly, educational assistance will continue to focus increasingly on vocational training, at both the secondary and post-secondary level.

13. Agency support costs within the programme are being reduced on the whole through greater rationalization and monitoring of administrative expenses by implementing partners. In Jamaica, a projected change in implementing arrangements in 1994 is also expected to reduce agency support costs.

14. The voluntary repatriation of refugees in the region will continue. Repatriations to Chile may increase as a result of the application of the Cessation Clauses issued in March 1994. Repatriation of some 1,000 Haitians has been planned, should the internal situation in Haiti improve.

15. Local integration assistance in the Dominican Republic should follow the trend of 1993 with increased emphasis on education, skills training and income-generation activities. In Cuba, a government project to incorporate Haitian refugees into a local housing development plan is expected to further integration.

(c) **1995 programme proposals**

Care and maintenance

16. Assistance in Colombia, Ecuador and Venezuela will continue along the lines of the previous year, covering food, health, shelter and domestic needs. Proposed allocations show a slight increase to reflect higher costs in selected sectors. A reduced project is maintained for Haitian refugees in Cuba to promote their local integration.

Voluntary repatriation

17. The allocation for the regional voluntary repatriation project will be reduced substantially in 1995, primarily because of the predicted decrease in repatriations to Chile under UNHCR's auspices, which is expected to be completed by August 1995, in line with the Cessation Clauses. For 1995, funds to facilitate the eventual repatriation of Haitians have been maintained in this regional project.

Local settlement

18. In the Dominican Republic activities promoting local settlement of Haitian refugees will continue, focusing on education training and income generation. Of continuing importance in the facilitation of self-sufficiency of refugees is the cooperation by the Dominican Government to legalize the stay of refugees and allow them to work.

Special Programmes

Education Account

(a) Variations in planned activities in 1993 and 1994 planned implementation

19. UNHCR plans to continue educational assistance for selected refugees at the post-secondary level in the region in 1994.

(b) 1995 programme proposals

20. Educational assistance at the post-secondary level is expected to continue in Ecuador, Colombia, Venezuela and the Dominican Republic in 1995. Priority in approving educational assistance requests will be given to those refugee students pursuing professional and/or marketable vocational training courses that will enhance their chances of securing employment.

Other Trust Funds

21. The repatriation of Surinamese refugees from French Guiana and their reinsertion was largely completed in 1993.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

22. 1993 programme delivery and administrative support costs for the region were lower than planned primarily due to events in Haiti. Although the outflow of Haitian asylum-seekers to neighbouring countries decreased substantially after the first few months of the year, politically motivated violence and a general climate of insecurity forced the evacuation of international staff in November 1993 and the suspension of the UNHCR Liaison Office in Port-au-Prince.

23. Offices in Suriname and French Guiana were closed following the successful repatriation of refugees and their reintegration in Suriname, resulting in the discontinuation of four posts in the course of the year as planned.

(b) 1994 planned implementation

24. Following the suspension of UNHCR's presence in Haiti, all three posts were discontinued. New posts may be created when changes in the Haitian situation allow for the reinstatement of a UNHCR presence.

25. In Venezuela, two new posts have been created: a Public Information Officer to cover activities in the various countries of the region; and an additional driver, in view of the worsening security and transport conditions in Caracas.

(c) 1995 programme proposals

26. Initial estimates of programme delivery and administrative costs in the region in 1995 are similar to 1994, assuming no major changes in the programme.

27. As the situation in Haiti does not appear likely to be resolved in the near future and will continue to necessitate UNHCR staff to assist refugees in the neighbouring Dominican Republic, these posts have been extended through 1995.

28. In Venezuela, a post of Regional Coordinator for Refugee Law Promotion and Training has been created effective 1 January 1995 to promote a comprehensive regional approach, building on the CIREFCA principles and the Cartagena Declaration.

UNHCR EXPENDITURE IN NORTHERN SOUTH AMERICA AND THE CARIBBEAN

(in thousands of United States dollars)

1993	1994			1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED By 1993 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)		
				EMERGENCY FUND	
55.1	–	–	Venezuela		–
				CARE AND MAINTENANCE	
37.8	35.4	35.4	Colombia		47.5
241.9 a/	50.0	50.0	Cuba		46.9
71.7	78.5	78.5	Ecuador		84.2
76.9	161.1	58.7	Venezuela		68.0
2.4 a/	–	–	Dominican Republic		–
20.0	20.0	20.0	Regional Project		20.0
				VOLUNTARY REPATRIATION	
377.8	232.4	244.4	Regional Project		211.6
255.8 c/	362.9	–	Haiti		–
				LOCAL SETTLEMENT	
1.5 a/	–	–	Cuba		–
21.2 a/	–	–	Venezuela		–
–	–	–	Colombia		–
1,225.0 b/	985.1	534.1	Dominican Republic		533.8
163.4	–	–	Regional Project		–
				RESETTLEMENT	
6.1 a/	–	–	Colombia		–
0.7 a/	–	–	Ecuador		–
38.2 a/	–	–	Haiti		–
2.6 a/	–	–	Cuba		–
				PROGRAMME DELIVERY	
–	–	392.1	Dominican Republic	See Annexes I a and II a	390.9
–	–	148.6	Haiti	See Annexes I a and II a	134.1
–	–	882.3	Venezuela	See Annexes I a and II a	887.6
2,598.1	1,925.4	2,444.1		SUB-TOTAL OPERATIONS	2,424.6
				ADMINISTRATIVE SUPPORT	
–	–	51.3	Dominican Republic	See Annexes I b and II b	51.0
744.7	820.5	114.0	Venezuela	See Annexes I b and II b	108.6
3,342.8	**2,745.9**	**2,609.4**		**TOTAL (1)**	**2,584.2**
			SPECIAL PROGRAMMES (2)		
				EDUCATION ACCOUNT	
1.9	–	2.4	Colombia	2 university scholarships	2.5
10.5	17.7	11.7	Regional Project	9 university scholarships	10.2
15.5	–	3.6	Dominican Republic	5 university scholarships	10.0
				OTHER TRUST FUNDS	
627.3	–	–	Suriname		–
0.3	–	–	Cuba		–
0.8	–	–	Colombia		–
33.0	–	–	Venezuela		–
				ADMINISTRATIVE SUPPORT	
72.6	37.0	68.6	Venezuela	Junior Professional Officer	27.6
41.5	65.0	–	Dominican Republic	Junior Professional Officer	–
43.2	27.0	–	Suriname	Junior Professional Officer	–
846.6	**146.7**	**86.3**		**TOTAL (2)**	**50.3**
4,189.4	**2,892.6**	**2,695.7**		**GRAND TOTAL (1+2)**	**2,634.5**

a/ obligation incurred against Overall Allocation
b/ of which US$ 1,575 incurred against Overall Allocation
c/ obligation incurred against the General Allocation for Voluntary Repatriation

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HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART IV. THE AMERICAS AND THE CARIBBEAN

Section 9 - Southern South America

(submitted by the High Commissioner)

GE.94-03344

IV.9 SOUTHERN SOUTH AMERICA

1. This chapter covers UNHCR activities in Argentina, Bolivia, Brazil, Chile, Paraguay, Peru and Uruguay.

Area Overview

Characteristics of the refugee population

2. At 31 December 1993, southern South America hosted a refugee population of some 19,700 persons, of whom 3,229 were assisted by UNHCR. The majority (12,698) are of Latin American origin, followed by Europeans (3,396), Africans (1,692), refugees from Asia and the Middle East (1,890), and stateless persons (three). Most of the refugees are of urban origin.

3. The number of Latin American asylum-seekers has continued to decrease with the restoration of democratic government throughout the region. Peru has proved to be the exception, with internal violence and extreme economic difficulties having caused internal and external population movements. The report of the Andean Commission of Jurists cited an estimate given by the Technical Commission on the Problem of Displaced Peoples, of 400,000 internally displaced persons in Peru in 1992. Of a total of 485 new Peruvian arrivals in the region in 1993, Bolivia registered the highest number, followed by Argentina, Chile, Uruguay and Brazil.

4. In 1993, Africans, mainly from Angola, Zaire and Liberia, continued to arrive. Brazil hosts the largest number of African refugees, and receives an average of 100 new arrivals per month.

5. In most countries, there is a small number of elderly Europeans who because of their age are unable to participate in income-generating activities.

Programme objectives and priorities

6. The UNHCR Regional Office for southern South America has established 1994 and 1995 objectives as follows:

African refugees

7. Particular attention will be given to African refugees in Brazil in view of their large numbers and constant inflow, and will focus on counselling, vocational training, job placement and other activities to enhance refugee self-sufficiency, thereby reducing long-term dependency and facilitating local integration.

Latin American refugees

8. In view of the respective asylum policies of countries in the region, local integration efforts have encountered difficulties. UNHCR will continue to seek long-term solutions, and, in the meantime, provide short-term assistance where possible to both asylum-seekers and refugees.

9. The steady flow of Peruvian asylum-seekers and increasing requests for family reunification due to internal violence in Peru have merited close attention in the past year. UNHCR will continue to monitor the situation in coordination with other United Nations agencies.

10. The application of the Cessation Clauses to refugees from Chile in March 1994 may lead to an increase in the number of repatriations over the year. UNHCR will continue to ensure the protection of returnees, as well as to promote their local integration.

Implementing legislation and promotion of refugee law

11. All the countries in the region are parties to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol. UNHCR will continue to promote the implementation of adequate national legislation in accordance with the principles of international protection, particularly in Chile, Uruguay and Paraguay.

Institutional Contacts to Reinforce Refugee Policy

12. Constant dialogue with Governments, implementing partners and non-governmental organizations (NGOs) is of primary importance to UNHCR activities in the region. Training and seminars addressing different aspects of refugee problems are planned, so as to reinforce coordination.

Resettlement

13. Argentina, Bolivia, Paraguay and Uruguay have shown an interest in receiving refugees and migrants for resettlement in their countries. UNHCR will closely follow these initiatives which may open further resettlement possibilities.

Programme delivery and administrative support costs

14. UNHCR maintains a Regional Office in Argentina and Sub-Offices in Chile and Brazil. Scaling down of this presence has been delayed due to the influx of African refugees in Brazil and the final phase of repatriations to Chile. While the Sub-Office in Chile is now expected to close by the end of 1995, UNHCR is reinforcing its presence in Brazil to address the needs of the current refugee population and of new arrivals.

Arrangements for implementation/related inputs

15. UNHCR carries out its assistance programmes throughout the region in collaboration with a network of voluntary agencies and in close cooperation with government counterparts.

16. Counselling and assistance to refugees is provided through specialized agencies with extensive experience in migration and refugee-related issues: Comisión Católica Argentina de Migraciones in Argentina; Centro de Estudios y Servicios Especializados sobre Migraciones Involuntarias in Bolivia; "Caritas Arquidiocesana" in Rio de Janeiro and Sao Paulo in Brazil; Instituto Católico de Migraciones in Chile; Comité de Iglesias para Ayuda de Emergencia in Paraguay; Comisión Católica Peruana de Migración in Peru; and Organización para la

Protección y Asistencia al Refugiado in Uruguay. These agencies also collaborate in eligibility determination procedures by interviewing asylum-seekers.

17. The Tolstoy Foundation provides assistance for elderly European refugees in the region. In countries where there is no UNHCR office, the implementing partner assumes responsibility for refugee-related issues under the supervision of UNHCR, through regular missions from the Regional Office.

18. Repatriation activities are implemented by the International Organization for Migration (IOM). Fundación de Ayuda al Retorno provides assistance to Chilean returnees.

General Programmes

(a) Variations in planned activities in 1993

19. In 1993 the refugee population in the region increased and diversified significantly. African asylum-seekers arrived primarily in Brazil but also, to a lesser extent, in Argentina and Uruguay. The assisted refugee population in Brazil grew from 310 to 1,757 during the year, necessitating adjustments to the programme to address their needs. A joint UNHCR technical mission recommended several measures to assist in local integration; these began to be implemented towards the end of the year.

(b) 1994 planned implementation

20. In Brazil, assistance continues to focus on the local integration of documented refugees. Vocational training, job placement and labour pool schemes are planned to promote this objective. Other possibilities include the settlement of refugees to areas with greater job opportunities. An inter-ministerial agreement was signed in Rio de Janeiro in May, whereby various ministries have committed themselves to take part in the local integration programme.

21. Local integration in Argentina will also place increased emphasis on the job placement of recognized refugees. Care and maintenance assistance in Bolivia, Chile, Peru, Paraguay and Uruguay follows a direction similar to previous years, with particular attention paid to the education sector.

22. Voluntary repatriation of refugees from the region will continue in the course of the year. It is expected that the number of repatriations to Chile will rise significantly as a result of the application of the Cessation Clauses, and $ 160,000 have been made available from the General Allocation for Voluntary Repatriation to cover the initial programme costs for the reintegration of returnees.

(c) **1995 programme proposals**

Care and maintenance

23. In Brazil, refugees and asylum-seekers will receive care and maintenance and legal assistance, with an orientation towards self-sufficiency. Emphasis will continue to be placed on the implementation of activities which will permit access to the labour market, such as individual job placement, organization of labour pools, vocational training and small business projects. In 1995, the programme will include special activities for disadvantaged refugees, such as literacy training, Portuguese courses, and basic skills training, in order to maximize possibilities for refugees to become self-sufficient.

24. While basic assistance will continue in Bolivia, Chile and Uruguay, programmes will be further oriented towards local integration.

Voluntary repatriation

25. Voluntary repatriation to Chile under UNHCR auspices will be terminated by the end of August 1995, in accordance with the Cessation Clauses. Henceforth, it is expected that the number of Chilean repatriations will significantly decrease, and funds will be required primarily for the repatriation of Lao nationals and Africans.

Local settlement

26. The Local Settlement project in Argentina continues to follow the direction of the previous year. Vocational training, individual job placement and small business projects are planned in order to enhance refugees' local integration possibilities. Efforts to simplify the documentation process will continue through negotiations with local authorities.

Resettlement

27. Increasing requests for family reunification due to the complex internal situation in Peru, which continues to give rise to a steady flow of refugees, will be supported by UNHCR through its resettlement project, which is centralized at Headquarters.

Special Programmes

Returnee programme

28. The reintegration project in Chile under the tripartite agreement between the Chilean National Office of Return, IOM and UNHCR assisted a greater number of returnees (1,945 Chileans) than originally expected in 1993. The project covered not only the issuance of basic legal documentation, but also legal assistance, as needed. Adequate funding will continue to be sought for these activities, particularly since the population is likely to increase in 1994 and the need will continue in 1995 as a result of the application of the Cessation Clauses.

Education Account

25. In 1993, a total of 99 refugees were assisted throughout the region to pursue post-secondary, vocational and university level studies to improve their chances of achieving self-sufficiency. The amount allocated for this purpose in 1994 is similar. In 1995 the proposed allocation has been increased to cover additional refugees in Brazil.

Other Trust Funds

26. In 1993, the German Albert Einstein Academic Refugee Initiative (DAFI) programme for assistance to higher education aided 74 beneficiaries throughout the region. In 1994 this project has been extended to benefit ten refugees in Brazil and to assist an expected 62 returnees in Chile. It forms an important part of local integration efforts aimed at increasing employment possibilities for refugees.

Programme Delivery and Administrative Support Costs

(a) **Variations in planned activities for 1993**

27. Programme delivery and administrative support costs for the region in 1993 were considerably lower than revised estimates. In Brazil, provisions made for additional operating expenses to support activities related to the influx of African refugees were not utilized. As planned, a post of Programme Assistant was created in Argentina in July 1993, and one Junior Professional Officer post was discontinued in Chile at the end of April 1993.

(b) **1994 planned implementation**

28. Given the continuing influx of Angolan and Zairian refugees in Brazil, the 1994 estimate for the region has been revised upwards. A Programme Officer, Administrative Assistant and a Secretary were added in Brazil as of mid-year, and the administrative budget for this office has also been increased to provide necessary equipment and supplies in support of these activities.

(c) **1995 programme proposals**

29. Initial 1995 estimates for programme delivery and administrative support costs in the region are slightly higher than 1994 revised estimates due to the budgeting for posts created in Brazil for a full year in the middle of 1994, as well as continuing needs related to the African caseload.

30. Posts throughout the region have been extended through 1995. The office in Chile is expected to close at the end of the year as the repatriation of Chileans following the application of the Cessation Clauses comes to an end. Therefore, the three posts in this office will be discontinued in December 1995.

31. In Argentina, costs are expected to remain at levels similar to 1994 revised estimates, in support of activities throughout the region.

UNHCR EXPENDITURE IN SOUTHERN SOUTH AMERICAN COUNTRIES

(in thousands of United States dollars)

1993	1994			1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED By 1993 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)		
				CARE AND MAINTENANCE	
166.9	152.4	166.2	Bolivia		196.4
665.2 b/	550.0	900.5	Brazil		1,031.7
193.5 c/	215.0	107.5	Chile		124.8
13.4	13.4	13.4	Paraguay		21.1
100.0	89.3	89.3	Uruguay		100.0
154.6	70.4	70.4	Peru		85.2
20.7 a/	–	–	Argentina		–
				VOLUNTARY REPATRIATION	
114.0	160.1	160.1	Argentina		160.2
31.5	30.0	30.0	Regional Project		30.0
–	–	160.0 e/	Chile		–
				LOCAL SETTLEMENT	
770.6 d/	729.4	486.1	Argentina		435.7
2.0 a/	–	–	Brazil		–
6.1 a/	–	–	Chile		–
				RESETTLEMENT	
5.0 a/	–	–	Argentina		–
41.8 a/	–	–	Peru		–
10.8 a/	–	–	Chile		–
				PROGRAMME DELIVERY	
–	–	873.1	Argentina	See Annexes I a and II a	876.6
–	–	398.0	Brazil	See Annexes I a and II a	356.3
–	–	207.6	Chile	See Annexes I a and II a	178.4
–	–	48.6	Training	See Annexes I a and II a	48.6
2,296.1	2,010.0	3,710.8		SUB–TOTAL OPERATIONS	3,645.0
				ADMINISTRATIVE SUPPORT	
602.7	651.3	224.4	Argentina	See Annexes I b and II b	213.0
256.7	260.4	74.6	Brazil	See Annexes I b and II b	83.2
108.1	196.0	59.3	Chile	See Annexes I b and II b	62.8
199.2	273.2	232.6	Training	See Annexes I b and II b	232.6
3,462.8	**3,390.9**	**4,301.7**		**TOTAL (1)**	**4,236.6**
			SPECIAL PROGRAMMES (2)		
				EDUCATION ACCOUNT	
14.2	17.5	17.5	Argentina	20 university scholarships	17.5
24.9	25.0	25.0	Brazil	40 university scholarships	59.2
85.8	85.8	85.8	Peru, Bolivia and Uruguay	62 university scholarships	86.0
				OTHER TRUST FUNDS	
16.4	37.0	8.0	Chile	Assistance to returnees in Chile	–
–	–	497.1	Regional Project		–
272.2	–	–	Argentina		–
35.3	–	–	Brazil		–
				PROGRAMME DELIVERY	
–	–	67.9	Training	See Annexes I a and II a	67.9
				ADMINISTRATIVE SUPPORT	
65.9	92.1	23.0	Argentina	See Annexes I b and II b	32.0
10.5	22.8	–	Chile	See Annexes I b and II b	–
525.2	**280.2**	**724.3**		**TOTAL (2)**	**262.6**
3,988.0	**3,671.1**	**5,026.0**		**GRAND TOTAL (1+2)**	**4,499.2**

a/ obligation incurred against Overall Allocation
b/ of which US$ 2,218 incurred against Overall Allocation
c/ of which US$ 2,204 incurred against Overall Allocation
d/ of which US$ 19,377 incurred against Overall Allocation
e/ allocated from the General Allocation for Voluntary Repatriation